Warning Support Annex

Coordinating Agency

Department of Technology
        Emergency Communications Center

Cooperating Agencies

Office of Communications
Police Department
Fire-EMS Department
Sheriff's Department
Public Works Department
Parks and Recreation Department
Emergency Management
Virginia Department of Health – Roanoke Health Department
General Services Department
City Schools

Introduction

A. Purpose

The primary objective of a warning system is to notify key officials of emergency situations and disseminate timely and accurate warnings and instructions to the population at risk from the threat or occurrence of emergency situation. Rapid dissemination and delivery of warning information and instructions may provide time for citizens to take action to protect themselves and their property.

B. Situation

1. The City can expect to experience emergency situations that could threaten public health, safety and both private and public property and necessitate the implementation of protective actions for the public at risk;

2. Emergency situations can occur at any time; therefore, equipment and procedures to warn the public of impending emergency situations must be in place and ready to use at any time;

3. Power outages may disrupt radio and television systems that carry warning messages and provide public instructions;

4. Timely warnings to the public of impending emergencies or those which have occurred may save lives, decrease injuries, and reduce some types of property damage;

5. Some people who are directly threatened by a hazard may ignore, not hear, or not understand warnings issued by the government;

6. Response and recovery efforts may be hampered due to critical infrastructure being damaged or destroyed; and

7. The need for increased security for damaged areas of the City may exist.

C. Policies

1. Electronic news media are the primary sources of emergency information for the general public;

2. Severe weather situations can occur at any time; therefore, equipment and procedures to warn the public of impending severe weather must be in place and ready to use at any time;

3. Local radio and local broadcast television stations will broadcast Emergency Alert System (EAS) messages when requested by local government officials;

4. Evacuations may occur due to impending threats or damage to structures. Mass care and human service facilities may be required;

5. The Director of Emergency Management, the City Manager, shall offer general guidance in the response to a severe weather event;

6. To effectively utilize EAS, the City and broadcasters must coordinate the procedures used to transmit warning message and instructions from local government to broadcasters;

7. The National Weather Service may activate the local EAS to broadcast warnings of imminent or occurring severe weather phenomenon;

8. The local National Oceanic and Atmospheric Administration (NOAA) Weather Radio station will broadcast weather watches and warnings issued by the National Weather Service (NWS). Weather radios are activated when such messages are broadcast;

9. Provision must be made to provide warnings to special needs groups, such as the hearing and sight-impaired, and institutions, such as nursing homes and correctional facilities; and

10. The City uses the following means to alert Emergency personnel to significant events: ECC, NOAA Weather Radio, REVERSE 911, VCIN, and EAS.

II.   Concept of Operations

A.   General

1. The Emergency Management Director and Coordinator establish general policies for emergency warning and procure essential warning equipment;

2. The Emergency Management Coordinator will assist the Emergency Communications Center (ECC) to write procedures for the operation of the local warning system.

3. The Police, Fire-EMS, Sheriff's Department and the ECC are responsible for operating the local warning systems.

4. Departments understand:

   a. Safety of response personnel and equipment is the first priority;

   b. Second priority is to protect the lives of the citizens and visitors;

   c. Third priority is to protect the environment;

   d. Forth priority is the protection of property; and

   e. The fifth priority is the protection of pets, livestock and wildlife.

B.   Emergency Communications Center (or Local Warning Point)

The focal point of the warning function is the Emergency Communications Center (ECC), which operates continuously. The ECC is the Emergency Communications Center (911 Center). *See Appendix 2 General Warning Point Procedures*

1. The ECC receives warning of actual or potential emergency situations from a variety of sources, including federal and state agencies, local officials, businesses, industry, the news media, and the general public. The systems by which warnings may be received by the ECC are described below.

2. The ECC will verify warning information, when necessary, and disseminate pertinent information to specific officials and departments.

    a. For certain types of time-sensitive warnings, the ECC may be authorized to activate specified elements of the local warning system and warn the public immediately. In all other situations, the Coordinator of Emergency Management or the Executive Group must approve activation of the appropriate warning system. Appropriate instructions will accompany the warning.

    b. For other types of emergency situations, the EOC may be activated and assume responsibility for formulating warning messages and public instructions. Any warning messages or emergency instructions to the public will be approved by the General Staff or the Coordinator of Emergency Management prior to dissemination.

3. The specific systems used to disseminate warnings and provide information to city departments and the public within the local area are described below.

C. Receiving Warnings

The City may receive warning of actual emergency situations or the threat of such situations from the following:

1. <u>National and State Warning Systems</u>

    a. The National Warning System (NAWAS) is a 24-hour nationwide, dedicated, multiple line telephone warning system linking federal agencies and the states that are used to disseminate civil emergency warnings.

    b. NAWAS is a voice communications system operated by the Federal Emergency Management Agency (FEMA) and is controlled from the FEMA Operations Center (FOC) in Washington, D.C., and the FEMA Alternate Operations Center (FAOC) in Olney, Maryland. NAWAS is used to disseminate three types of civil emergency warnings to state and local governments:

        1. Attack Warnings

        2. Fallout Warnings

        3. Natural and Technological Emergency Warnings

    c. Warnings originating from the FOC or FAOC will be relayed through the FEMA Regional Communications Center in Denton to the State Warning Point at the State Emergency Operations Center in Richmond. The State Warning Point then disseminates the civil emergency warnings through the Virginia Warning System (VAWAS).

d. The Virginia Warning System (VAWAS) is state level extension of NAWAS. It consists of a dedicated telephone warning system linking the State Warning Point at the State EOC with Regional Warning Centers located in selected 911 Centers around the state and with 5 National Weather Service offices that serve Virginia.

   1. The State Warning Point (VEOC) relays national emergency warnings received on NAWAS to Regional Warning Centers using VAWAS and via teletype messages on VCIN.

   2. VCIN may also be used by the State EOC to disseminate warning messages from the Governor or other key state officials to specific regions of the state.

e. Specific formats and handling instructions have been established for certain national civil emergency messages that would be disseminated by VAWAS and VCIN. See *Appendix 3- Guidance on handling national warning messages.*

f. VAWAS is a "voice only" system that is not particularly suited for disseminating lengthy messages; hence, this system is generally not used for warning on a daily basis.

2. National Weather Service (NWS) Weather Products

Weather warning messages are issued by NWS Weather Forecast Offices and various NWS specialized weather centers, such as NWS River Forecast Centers, the National Severe Storms Forecast Center, and the National Hurricane Center.

a. NWS disseminates weather forecasts, watches, and warnings via the NOAA Weather Wire Service, which is a satellite communications system that broadcasts to specialized receiver terminals. In Virginia, NWS weather products, such as watches and warnings, are transmitted by Weather Wire to the Virginia Emergency Operations Center (VEOC) and they retransmit these weather messages to appropriate Area Warning Centers and Local Warning Points by Virginia Criminal Information Network (VCIN). The weather messages provided are:

   1. Flood and flash flood watches and warnings

   2. Severe weather watches and warnings

   3. Tornado watches and warnings

   4. Tropical weather watches and warnings

   5. Space weather watches and warnings

   NOTE: Many local radio and television stations subscribe to the NOAA Weather Wire Service and have installed terminals to receive weather products directly from the NWS.

b. NOAA Weather Radio The City also receives NWS weather warning disseminated by NOAA Weather Radio on tone-alert radios located in the Emergency Communications Center (911 Center), all Fire Stations, all Public Schools, Public Works Service Center, and the City's EOC.

c. IFLOWS The Integrated Flood Observation Warning System is owned by the NWS and is maintained by VDEM. A system of rain and stream gages in Roanoke's watershed communicates directly with the ECC, Station 6 (Swiftwater Rescue Team), and office of the Emergency Management Coordinator using radio

telemetry. Rain gage amounts and stream levels are displayed on dedicated Flood Warning computers. Audible and visual alarms on the computers warn of possible flash flooding or flooding when pre-determined gage thresholds are exceeded.

3. Emergency Alert System (EAS)

   a. EAS is intended to provide a means for government to provide emergency warning and instructions to the public. The City may receive EAS messages that contain warning information broadcast by:

      1. The President of the United States, and/or federal agencies;

      2. The Governor of Virginia and/or state government agencies; and/or

      3. Local government officials authorized to activate the EAS system.

   b. Civil emergency warnings issued through NAWAS may also be disseminated through EAS. EAS messages are received on commercial radio or television stations monitored by local officials.

   c. From time to time, the SEOC issues warning messages to local governments in specific regions of the State. For example, an advisory may be issued to inland jurisdictions along major evacuation routes when large-scale evacuations begin in coastal areas due to a hurricane. Warnings issued by the State EOC are transmitted over VCIN.

4. City Employees

   City employees may provide warning of emergency situations they have discovered or that have been reported to their departments and been confirmed. Such situations should be reported to the Emergency Communications Center through any available means of communications.

5. Business and Industry

   Companies that suffer a major fire, explosion, hazardous materials spill, or other emergency situation that may pose a threat to public health, safety and public or private property have a general duty to notify local officials. Such notifications are generally made through the ECC. Companies reporting emergency situations that may pose a risk to the public are expected to recommend to the City appropriate actions to protect people and property.

6. Federal, State, or Local Agencies

   Warning of specific types of emergency situations may be received directly from specialized government agencies, including river authorities, dam operators, the US Coast Guard, military installations, airport authorities, and other agencies which operate specialized facilities.

7. Citizen Warning

   Citizens may also provide warning of emergency situations, generally by calling the ECC. It is always advisable to confirm information on emergency situations reported by citizens before issuing public warning regarding those situations.

D. Notification of City Officials

   When a warning of an emergency situation is received by the Emergency Communications Center (the ECC), Emergency Management or the EOC, notifications

will be made to key local officials to determine appropriate actions to deal with the situation. The Emergency Notification Matrix provided in *Appendix 1* indicates the departments that should be notified of various types of emergency situations. Notification will be made by telephone, radio, pager, or any other means available.

E.   Dissemination of Warnings to the Public

1. In the initial stages of an emergency situation, the ECC will, within the limits of the authority delegated, determine if a warning needs to be issued, and formulate a warning (using pre-scripted messages where possible), and disseminate it. When the EOC has been activated, the EOC will normally determine the needs on how, who, and what will be released. The PIO may disseminate emergency public information to the media directly. Refer to ESF #2 (Communications) for more information on Warnings and the release of public information.

2. The systems described below will be used to issue warnings and instructions to the public. To facilitate dissemination of warning and public instructions, a set of pre-scripted warning messages and public information messages suitable for use in likely emergency situations has been developed. They are included in *Appendix 7* to this annex. These pre-scripted messages may be used as written or tailored as needed for specific circumstances.

    a. Emergency Alert System (EAS)

        As a condition of licensing, all commercial radio and television stations and cable television companies must participate in EAS and use their facilities to relay warnings and instructions from government to the public. The Federal Communications Commission encourages licensees to broadcast local warning and instruction messages, but the final decision on broadcasting such messages rests with the broadcaster.

        1. The local EAS stations are listed in *Appendix 5*. The City has coordinated with these stations to establish procedures for accessing the EAS, which are included in that appendix. Authority to release EAS messages for broadcast is restricted to those local officials named in *Appendix 4*. The following methods will be used to transmit emergency messages to EAS stations for broadcast:

            a. By telephone, with the station generally recording our verbal message and then broadcasting it.

            b. By fax, with the station receiving our written message and reading it on the air.

        2. Pre-scripted emergency messages have been prepared for use with those warning systems that are capable of delivering a verbal or written message; these are included in *Appendix 7*. As EAS messages are limited to two minutes, the pre-scripted messages include short warning and instructional messages that may be transmitted by EAS and amplifying messages that will be distributed to the media as Special News Advisories.

    b. Route Alerting & Door- to-Door Warning

        The public may be warned by route alerting using vehicles equipped with sirens and public address systems. Route alerting may not work well in some areas, including rural areas where residences are some distance from the road or for large buildings with few external windows.

c. NOAA Weather Radio

Pursuant to an agreement with the NWS Forecast Office in Blacksburg, those local officials authorized to release EAS messages *(See Appendix 6)* may request that the NWS activate the NOAA Weather Radio system to broadcast civil emergency messages. This system can broadcast voice messages to individuals who have a NOAA Weather Radio or receive Weather Radio broadcasts on cable television, broadcast television or local radio stations.

d. Mapping / Information Systems

This will be supported by ECC CAD System, GIS capabilities, and REVERSE 911. The City is conducting studies on disaster/emergency management mapping software that would integrate into existing GIS platform.

F.   Warning Special Facilities and Populations

Special populations and facilities will be warned of severe weather by the following methods:

1. Visually-impaired: Reverse 911 (TTY), EAS messages on radio and NOAA Weather Radio;

2. Hearing-impaired: Reverse 911 (TTY), Captioned EAS messages on television and NOAA Weather Radio; and

3. Special facilities: Reverse 911 (TTY), EAS messages on radio/television and NOAA Weather Radio, public address systems on emergency response vehicles, route alerting, and door-to-door notification.

The City may have to alert those who reside in known flood hazard areas by using sirens on emergency response vehicles, route alerting, and door-to-door notification.

G.   Warnings to Other Governments and Agencies

1. The ECC and/or the Emergency Management Coordinator are responsible for warning adjacent or nearby jurisdictions that may be affected by a severe weather phenomena originating within this jurisdiction.

2. The City is also responsible for informing the State EOC of major severe weather emergencies after time-sensitive warnings have been issued.

III.   Organization

A. The City Manager, Emergency Management Director, shall provide general guidance for warning activities;

B. The Coordinator of Emergency Management shall assist departments with specific guidance for the operation of the warning systems;

C. The ECC Supervisor provide policy guidance for the operation of the ECC;

D. For specific time-sensitive emergency situations, the Local Warning Point shall be given authority to determine if a warning needs to be issued, formulate a warning if necessary (using pre-scripted messages where possible), and disseminate. For other situations, the ECC must coordinate with the Emergency Management Coordinator

and/or General Staff who will determine if a warning should be issued. Guidelines for this process are outlined in *Appendix 4;* and

E.   When the EOC has been activated, Emergency Services Branch with coordination by the Emergency Management Coordinator will determine who needs to be warned. The Emergency Management Coordinator, PIO, and other members of the General staff will formulate warning messages and public instructions. The EOC will execute such warnings by activating the appropriate warning system, except that the PIO may disseminate approved emergency public information directly to the media.

IV.   Responsibilities

1.   City Manager

   a.   Outline general policies on warning and emergency public information;

   b.   Ensure emergency public information is provided to the public when appropriate; and

   c.   May authorize emergency public information to be released to the public through the news media.

2.   Coordinator of Emergency Management

   a.   Assist in the development of an adequate severe weather warning system;

   b.   Develop and maintain procedures for operation of the warning systems, coordinating as necessary with other departments and agencies, the NWS, local radio and television stations, cable television companies, and other organizations (See Appendices 3, 4, and 5);

   c.   Provide for maintenance and periodic testing of warning system equipment;

   d.   Assist in the development of pre-scripted warning messages and Special News Advisories See Appendix 6;

   e.   When the EOC is activated, assist in the development of warning messages and Special News Advisories; and

   f.   Provide severe weather awareness education to the city employees and to the public; and

   g.   In coordination with the PIO, educate the public regarding the use of the warning systems.

3.   Emergency Communications Center (911 Center)

   a.   Receive and, if necessary, verify and acknowledge weather advisories, watches and warnings;

   b.   Make notification to local officials concerning severe weather phenomena or conditions that could cause such situations as required (See Appendix 2);

   c.   In accordance with SOP's or when directed, activate the necessary warning system(s) to alert and provide instructions to all departments and to the public;

   d.   Identify requirements for route alerting and door-to-door warnings for areas where other warning systems do not adequately reach the public; and

e. Develop and maintain hazard specific warning procedures covering warning receipt, verification, and dissemination.

4. <u>ESF #2 (Communications)</u>

a. In coordination with the Emergency Management Coordinator and City Attorney, develop pre-scripted warning messages and public instructions for known hazards that could occur in the City;

b. Develop warning messages and public instructions as necessary, per approval of Emergency Management Director or designee;

c. Develop procedures to facilitate the release of coordinated emergency public information to amplify basic information provided in warning messages;

d. Establish a media briefing area (not the EOC);

e. Periodically brief the media on local warning systems and warning procedures; and

f. Develop and disseminate educational materials relating to emergency weather warnings to the public.

5. <u>ESF #13 (Public Safety & Security)</u>

a. Provide units and personnel for route alerting and door-to-door warnings when requested;

b. Provide Public Information Specialist to assist with developing warning messages, education outreach, and briefing media;

c. Assist with evacuations; and

d. Provide security to evacuated areas of the City.

6. <u>Fire-EMS Department</u>

a. Provide units and personnel for route alerting and door-to-door warnings when requested;

b. Activate technical rescue teams as appropriate to the event; and

c. Provide Education Outreach Specialist to assist in developing messages and providing educational opportunities on warning.

7. <u>Health Department</u>

a. Support health, medical care and EMS support during emergency situations;

b. Provide public health information and education concerning the effects of a severe weather event;

c. Inspect food and water supplies after a severe weather event if necessary;

d. Develop emergency public health regulations and orders due to a severe weather event; and

e. Coordinate with the medical examiner the collection, identification, and interment of deceased victims resulting from a severe weather event.

8. <u>ESF #3 (Public Works)</u>

a. Provide text signage where and when feasible (with warnings and directions).

9. <u>City Schools & Institutions</u>

   a. Monitor radio and television and/or NOAA Weather Radio receivers for warnings and take appropriate actions to protect their patients, students, customers, and employees;

   b. Develop emergency response plans that deal with emergencies; and

   c. Test the plans to make sure individuals understand how to properly respond to emergencies.

10. <u>City departments and support agencies</u>

   a. Report emergency situations to the ECC that merit warning local officials or the public; and

   b. When requested, provide personnel and equipment to assist in route alerting.

IV.   Glossary

1. <u>Emergency Alert System (EAS).</u> An emergency communications system composed of participating AM radio, FM radio, and TV commercial broadcast stations operating on a voluntary, organized basis under a national plan administered by the Federal Communications Commission. The purpose of this system is to provide National, state, and local governments a means of transmitting emergency information and instructions to the public during the period of an imminent or actual emergency.

2. <u>Virginia Criminal Information Network (VCIN).</u>   A data communications system operated by the Virginia State Police used to disseminate warnings and emergency information to regional warning points and local governments. Its primary use is law enforcement communications.

3. <u>Virginia Warning System (VAWAS).</u> The state portion of the Civil Defense Warning System (CDWS) used to disseminate warnings and emergency information from federal and state warning points to regional warning points located throughout the state.

Warning Annex
APPENDIX Table of Contents

Appendix 1 to Warning Annex
Emergency Notification Matrix

Emergency Situation	Departments to be Notified
Weather	
FLOOD	
Flash Flood Watch - local area	All Departments
Flash Flood Warning – local area	All Departments
Flood Watch – local area	All Departments
Flood Warning – local area	All Departments
THUNDER STORM	
Severe TS Watch – local area	All Departments
Severe TS Warning – local area	All Departments
TROPICAL STORM	
Tropical weather system in Gulf	Emergency Management
Tropical Weather Watch or Warning includes local area	All Departments
TORNADO	
Tornado Watch – local area	All Departments
Tornado Warning – local area	All Departments
WINTER STORM	
Winter Storm Watch – local area	All Departments
Winter Storm Warning – local area	All Departments
Technological Hazards	
Aircraft crash within city	Police, Fire-EMS, Public Works Emergency Management, Health, PIO
Fire – Major Incident	Fire-EMS, Emergency Management Police, Public Works, Health, PIO
Mass casualty incident	Fire-EMS, Emergency Management, PIO Public Works, Police, City Manager, Health,
Hazmat spill with casualties/evacuation	Fire-EMS, Emergency Management Police, City Manager, Health, PIO Environmental Administrator, DoT
Hazmat spill with potential major environmental impact	Fire-EMS, Police, Health, PIO, Public Works Emergency Management, DoT, City Manager Environmental Administrator
Incident involving potentially contaminated drinking water	Fire-EMS, General Services, DoT Emergency Management, Public Works Water Authority, Police, PIO, City Manager Health, Environmental Administrator
Major explosion	Police, Fire-EMS, City Manager, AEP Public Works, Building Inspector Health, PIO, Roanoke Gas
Radiological Release	Fire-EMS, Police, Health, PIO Emergency Management

Utilities	
Electrical outage – 500+ users/2 hrs+	Emergency Management Fire-EMS, Public Works Police, PIO, AEP
Electrical outage – critical facility	Emergency Management, Police, PIO Fire-EMS, AEP, Public Works
Sewer outage – critical facility	Emergency Management Fire-EMS, Police, PIO Environmental Administrator Water Authority, Public Works
Sewage spill affecting waterways	Emergency Management Police, Environmental Administrator Fire-EMS, Health, PIO Water Authority, Public Works
Water outage – 500+ users/2 hrs+	Emergency Management, Water Authority Fire & EMS, Health, PIO, Public Works
Water outage – critical facility	Emergency Management Fire & EMS, Health, PIO Water Authority, Public Works
Security Issues	
Major civil disturbance	Police, Sheriff Emergency Management Fire-EMS, PIO, City Manager
Terrorist incident	Police, Sheriff Fire-EMS Emergency Management Health, PIO, City Manager

Appendix 2 to Warning Annex

General Warning Point Procedures

1. **Receiving Warning Information**

   A. The Emergency Communications (ECC) may receive emergency warnings by:

      1) VCIN message from the State Warning Point (State EOC).
      2) Telephone or fax from the State EOC.
      3) Radio, telephone, or fax from Area Warning Center (Roanoke City ECC).
      4) Radio, telephone, or fax from state or federal agencies or other local governments.
      5) Radio, telephone or fax from industry, government employees, or citizens.
      6) IFLOWS.
      7) NOAA Weather Radio

   B. Incoming messages should be acknowledged if required (for example: national warning messages).

   C. The date and time on written messages and the date and time of receipt of all messages shall be entered in the Communication Log.

   D. For emergency situations reported by citizens and others unknown to the ECC operator, the operator should seek to confirm the source and information provided by any available means before taking action on the report, unless there are confirming reports from other sources.

2. **Emergency Notifications**

   A. The ECC shall make notifications of routine emergency situations to the department or agency that normally responds to such situations.

   B. For those emergency situations or potential emergency situations described in the Emergency Notification Matrix in Tab 1, the ECC shall make notifications to the departments, agencies, and those local officials indicated in the matrix. Officials may request that the ECC take specific actions or advise the ECC that they will take certain actions in response to the warning.

   C. Notifications of emergency situations and other actions taken in response to such notifications shall be recorded in a Communications Log.

3. **Dissemination of Warnings**

   A. The ECC may disseminate emergency warnings and instructions to the City departments and the public by:

      1) Simulcast on the city's radio system;
      2) Activating the telephone warning system, that provides a voice message to selected media; or
      3) Route alerting and door-to-door warning.

   B. The ECC may activate the local warning system for certain time-sensitive emergency situations.

C. The ECC is authorized to activate the following specified local warning systems without prior approval:

  1) Simulcast on the city's radio system.
  2) Activating the local telephone warning system, that provides a voice message to selected media.
  3) Route alerting and door-to-door warning.

    For the following emergency situations:

- All NWS warnings

- A national civil emergency warning received from the Area Warning Center, SEOC.

- A catastrophic emergency situation that poses an immediate threat to life, such as a dam failure.

D. For other emergency situations, the ECC shall relay the warning received to the following key officials:

  1) Director of Emergency Management (City Manager) or Assistant City Managers
  2) Emergency Management Coordinator
  3) Fire-EMS Chief
  4) Deputy Coordinator of Emergency Management
  5) Assistant Fire-EMS Chief, Deputy Fire-EMS Chief
  6) Chief of Police
  7) Deputy Chief of Police

E. When a decision is made to activate the ECC warning systems, simulcast to City radio channels shall occur first. Second, notification of media through the Media-direct-phone service. Utilize Reverse 911. Route alerting and door-to-door alerting can be implemented as appropriate. Other appropriate warning systems should be activated through the EOC as soon as possible thereafter.

  1) To save time and ensure completeness, the pre-scripted warning messages contained in *Appendix 7* should be used as basis for warning messages where possible.

  2) National civil emergency warning messages received locally should not be forwarded to local EAS stations for broadcast, as plans call for federal authorities to enter such messages into EAS at the national level.

  3) If it is determined route alerting and/or door-to-door warning is required, the ECC must alert fire, EMS and police units to assign those tasks. The ECC or EOC should provide the warning message and any instructions that are to be disseminated.

  4) Warning messages and public instructions should be updated as the situation changes and canceled when no longer needed.

F. The ECC, EOC Documentation Unit and/or Emergency Management Coordinator shall record the activation of the various local warning systems and dispatch of warning and public instruction messages in Communication Logs.

4. Testing and Exercising the Warning System

A. System Testing:

>   All components of the warning system will be tested on a regular basis.

B. Test Procedures:

1) The preparation and transmission of a simulated warning message to the local primary EAS station shall be tested quarterly at a date and time agreed upon with the station. Such message shall not be broadcast. EAS stations are required by the FCC to conduct required weekly and monthly tests of their EAS equipment.

2) The preparation and transmission of a simulated warning message to the National Weather Service for broadcast on NOAA Weather Radio shall be tested quarterly at a date and time agreed upon with the NWS. Such messages shall not be broadcast.

3) The Reverse 911 System shall be tested monthly.

4) All other warning systems shall be tested at least quarterly.

C. Exercises

1) It is desirable that preparation of warning messages and public instructions and the activation of warning systems be included in emergency exercise activities where such tasks are appropriate for the scenario being exercised in order to ensure that components of the system are adequate and the operational procedures are adequate.

2) If warning systems are activated at other than normal times for exercises, it is essential to give due notice to the public that such activations will occur.

National Warning Messages

1. **Types of National Warning Messages**

   National warning messages include:

   A. Attack Warning.
   B. Fallout Warning.
   C. Natural & Technological Emergency Warning.

2. **National Warning Message Dissemination**

   National warning messages are disseminated by federal authorities from the FEMA Operations Center through the National Warning System (NAWAS) to the states; NAWAS is a dedicated telephone system that disseminates voice warning messages. In Virginia, such warning messages are received at the State Warning Point in the State EOC Richmond. The warning messages are then relayed on dedicated telephone voice systems to Regional Warning Centers around the state by the Virginia Warning System (VAWAS). The State EOC also dispatches the warning messages over a data communications system, Virginia Criminal Information Network (VCIN) as teletype to all Local Warning Points. Local Warning Points whose VCIN service is inoperative may receive warning messages by telephone or radio.

3. **Local Action Upon Receipt of A National Warning Message**

   A. When national warning messages are received at the Local Warning Point, such warnings should be disseminated as soon as possible through the local warning system, except that national warning messages received locally should not be forwarded for local broadcast as EAS messages, as federal authorities will broadcast such warnings as national EAS messages.

   B. All national warning messages received verbally (by telephone or radio) should be acknowledged.

4. **National Warning Messages**

   A. Attack Warning

      1) Attack Warnings are issued when there is a threat of attack on the United States or portions of it.

      2) Incoming message format:

   "This is the FEMA (Alternate) Operations Center. This is an Attack Warning. Declaration time (date & time) "Zulu."

   Note: Zulu - 4 hours = Eastern Daylight Time; Zulu - 5 hours = Eastern Standard Time.

   If the threat is limited to a specific area, the message will be tailored to describe the area at risk.

      3) Termination message format:

   "This is the FEMA (Alternate) Operations Center. The Attack Warning is terminated. Termination time (time) Zulu."

   B. Fallout Warning

1) Fallout warnings are intended to warn of radiation hazards resulting from nuclear detonations, accidental mishaps, and/or terrorist incidents.

2) There is no specific format for this type of message, but it appears that it will likely follow the general format of the message in paragraph 4.D.2.b. below.

C. Natural & Technological Emergency Warning

1) This type of warning may be issued to cover the following events: major natural disasters, errant domestic missile launch, reentering space debris, volcanic eruption, major dam failure, and other hazards to public health, safety, and property that may threaten a wide area.

2) Incoming message format:

"This is the FEMA (Alternate) Operations Center with a special announcement for all states or the following state(s) _____ or the following region(s) _____.

Text: (free text message describing the problem and appropriate protective actions)"

D. Accidental Missile Launch

1) An accidental missile launch by the United States or other countries may generate a Natural & Technological Emergency Warning or a Fallout Warning or both, depending on the type of missile involved.

2) Incoming message format:

a) "This is the FEMA (Alternate) Operations Center with an Emergency Warning for the following (states, counties, cities). An accidental missile launch threatens the following areas: (states, counties, cities). Advise population by all means to take cover."

b) For accidental launches which result in a nuclear weapons detonation, the following message will be used: "This is the FEMA (Alternate) Operations Center. An accidentally launched nuclear weapon detonated in (city, county, and state) at _____ local time. Radioactive fallout is possible. Persons in (cities, counties, states) should be advised to remain under cover and await further instructions from state or local authorities. Residents are advised to take protective actions in accordance with local community shelter plans and to be alert for further instructions from state and local authorities. Residents in all other areas are advised that protective actions are not required at this time."

c) For accidental launches that do not result in a nuclear weapons detonation, the following message will be used: "This is the FEMA (Alternate) Operations Center. An accidentally launched nuclear weapon impacted in (city, county, state) at _____ local time. A nuclear detonation did not – repeat – did not occur. Persons in (cities, counties, states) should be alert for further instructions from state or local authorities. Residents in all other areas are advised that protective actions are not required at this time."

Emergency Alert Service (EAS) Emergency Broadcast Procedure

1. Purpose

The Commonwealth has statewide coverage over the EAS network, which provides the President of the United States and the federal government, the Governor of Virginia, the state government, and City government officials with an expeditious means of communicating with the general public during an imminent or actual disaster or emergency.

The purpose of EAS is to provide real time communication, information, direction and instruction in the event of an emergency requiring public action.

2. EAS Plans

For purposes of coordinating the use of EAS, the State Emergency Communications Committee has developed a statewide EAS Plan. Local Area Emergency Communications Committees for each of the State's EAS Districts develop local EAS plans. These plans address the concept of operations for EAS, message priorities, procedures for activation of EAS, and message formats.

3. EAS Activation

A. Authority

The following individuals may request activation of EAS:

1) Director of Emergency Management, City Manager
2) Coordinator of Emergency Management

Each individual is provided a set of code words to authenticate requests for EAS activation.

B. Methods

EAS messages will be transmitted from the EOC to EAS stations by phone or fax.

1) Voice & Fax Messages

The authentication code should be provided for voice messages and included on fax messages. The Emergency Management Coordinator should coordinate with the EAS station to determine the methods of delivery. Faxed messages will normally be read by the station staff. Voice messages may be transmitted live or recorded and then transmitted; the latter is preferred if the message must be repeated. For voice messages, it is desirable that the individual generating the message work from a written script to ensure all essential information is covered.

2) Forwarding Messages for Transmission

EAS messages will be forwarded to the EAS Local Primary Station if the emergency situation affects areas beyond the City or if stations that broadcast EAS messages in the area are unattended during the period when EAS activation is required. Stations that are in unattended operation at certain hours of must set their EAS Decoder to Automatic Mode so programming is interrupted and EAS messages broadcast automatically. If the emergency situation affects only an area served by one or two stations or cable companies, City officials may request EAS activation from those stations directly if they are staffed.

C. Operating Guidance

   1) EAS messages are limited by hardware design to two minutes.

   2) If a message provided for broadcast by EAS stations is no longer current, it should be cancelled or replaced by an updated message.

   3) If an EAS station is required by license restrictions to operate at reduced power or cease transmitting during certain specified time periods, and activation of EAS is requested during that time period, the station may operate its transmitter as needed using full power.

D. Broadcast of EAS Messages

When a request for EAS activation is received and authenticated, the EAS station will typically:

   1) Interrupt normal programming

   2) Send the EAS Header Code

   3) Send the EAS Attention Signal (8 to 25 seconds)

   4) Make an activation announcement: "This is the Roanoke Virginia Area Emergency Alert System. Important information will follow."

   5) Broadcast the emergency message.

   6) Make a termination announcement: "This is the Roanoke Virginia Area Emergency Alert System. We now resume normal programming."

   7) Send the EAS End-of-Message Code.

   8) Resume normal programming.

E. Tests

Testing of the communication circuits (phone, fax, and pager) between Roanoke and the EAS stations will arranged by the CEM.

4. EAS Stations (next page).

Tab 5 to Warning Annex

EAS Station Information

EAS Stations. EAS stations serving the local area include: (as of April, 2004)

A. Local Primary Station 1
Call-sign: **WSLQ-FM**   Frequency: **99.1 mHz**
Location: Roanoke
Telephone: 772-2300
Fax: 389-0837

B. Local Primary Station 2
Call-sign: **WROV-FM**   Frequency: **96.3 mHz**
Location   Roanoke
Telephone: 725-1220
Cell 540-239-4579
Pager 777-8646 (numeric)
Fax: 725-1245

C. Local Primary Station 3
Call-sign: **WRVL-FM**   Frequency: **88.3 mHz**
Location   Lynchburg
Telephone: 434-582-3688
Cell 434-258-4859
Cell 434-426-4096
Fax: 434-582-2994

Tab 6 to Warning Annex

NOAA Weather Radio Civil Emergency Broadcast Procedure

1. Purpose

NWS broadcasts warning and post-event information for all types of hazards: weather (e.g., tornadoes, floods), natural (e.g., earthquakes, forest fires), technological (e.g., chemical releases, oil spills), and national emergencies (e.g., terrorist attacks). Working with other Federal agencies and the FCC Emergency Alert System, NWS is an all-hazards radio network making it the most comprehensive weather and emergency information available to the public.

2. Activation of the NOAA Radio for Non-Weather Related Emergency Messages

For non-weather emergencies, NWS activates the system at the request of local and/or state officials. NWS does not initiate the contact or the message. Local or state officials provide text information about the non-weather hazard directly to the local NWS office. NWS offices set up agreements to speed the process, since minutes make a difference.

3. Procedure for NOAA Radio Activation

A. Authority

The following individuals may request activation of the NOAA Radio EAS:

1) Director of Emergency Management, City Manager.
2) Coordinator of Emergency Management, Fire Chief.

B. Procedure Per Blacksburg NWS Office: (1-10-05)

1) Contact the Blacksburg NWS Office and advise that a fax will be sent stating the emergency condition and recommended public actions. The fax is to be sent on Roanoke's Emergency Management/Fire Department letterhead and is to include a call back number and contact person. The call back number is to be used as a means of verifying the validity of the request.

Contact the NWS - Phone: 552-1401, 800-221-2856, 552-0084

2) EAS messages are limited by hardware design to two minutes.

Appendix 7 to Warning Annex

Local Warning & Emergency Information Messages

1. This appendix provides two types of warning messages for a number of emergency situations.

    A. <u>Warning Messages</u>. These messages alert the public to emergency situations and provide directions for protective measures. As the time limit for warning messages transmitted via the Emergency Alert System (EAS) is approximately two minutes, and the capability of television warning displays is limited, warning messages are generally short and concise.

    B. <u>Special New Advisories</u>. Special News Advisories detail information contained in the warning messages, provide further information regarding an emergency situation, and may be used to provide information on impending threats that do not yet warrant public warning. Special News Advisories are generally sent to the media through normal communication channels for further dissemination to the public.

    C. Warning messages and Special News Advisories have been pre-scripted to expedite timely dissemination; however, it may be necessary to modify the pre-scripted text and add additional information.

    D. Copies of the messages in this appendix shall be maintained on computers in the Emergency Communications Center, the EOC, in the Office of Public Information, and with the Emergency Management Coordinator.

2. The following warning messages and Special News Advisories are provided in this appendix:

    A. General Incident Warning Message

    B. Road/Facility Closure Warning Message

    C. Shelter-in-Place Warning Message

    D. Pre-Evacuation Information Special News Advisory

    E. Urgent Evacuation Warning Message

    F. Deliberate Evacuation Warning Message

    G. Supplemental Evacuation Information Special News Advisory

    H. Schools & Public Facilities Special News Advisory

3. General Guidance for Warning & Public Information Messages

    A. <u>Protective Action Areas</u>. Areas in which protective actions, such as evacuation or shelter-in-place, are being implemented should be described with reference to obvious geographic features, such as roads and rivers, rather than with abstract descriptions such as a one mile radius of some intersection. The preferred method of describing the area should use compass directions and neighborhood and landmark names where appropriate.

Example:

The area to be evacuated is north of Green Street, east of Olive St. south of James Road, and west of Rainy Road. This area includes the Green Tree and Hidden Hollow subdivisions and the Big Bargains Shopping Center.

B. <u>Evacuation Routes</u>. The description of evacuation routes should make it clear which direction(s) evacuees should go and which travel directions they should avoid.

Example:

People who are west of Meridian Avenue should go west on Kingman Road or Fish Drive. People who are east of Meridian Avenue should go east on 10th, 11th, or 12th Streets or Easy Street. Do not leave the evacuation area by going north.

A.   Warning – General Incident

1. The City of Roanoke has issued the following warning for those who live, work, or are visiting in Roanoke.

2. An emergency situation involving Roanoke is currently in progress at: [*Describe location by reference to facility name (if known), street and cross street, other geographic features (rivers, rail lines, etc.), and neighborhood name where appropriate]*

3. Emergency personnel are currently responding to this incident and local officials are monitoring the situation. To keep yourself safe and avoid impeding the emergency response, please avoid this area until further notice.

4. To repeat, an emergency situation involving Roanoke is currently in progress at: *(Repeat location in 2 above).* Please avoid this area.

5. Do not call **911** for information about the emergency situation. Instead, stay turned to this station for additional official information.

B.   Warning – Road/Facility Closure

1. The City of Roanoke has issued the following warning for those who live, work, or are visiting in Roanoke:

2. It has been necessary to close certain local streets and highways due to:

    ☐ Flooding
    ☐ Heavy accumulations of snow and ice
    ☐ Fire / explosion
    ☐ Incident involving hazardous materials
    ☐ Other: _____

3. As of _____ today, the following roads have been closed by law enforcement officials:

    Street or Route_____   at or Between_____

    Please avoid these routes.

4. ☐ If you must travel, use alternate routes, such as:

5. ☐ We recommend that you refrain from driving and remain at home due to the extremely bad travel conditions.

6. ☐ In addition, the following facilities have been closed due to the emergency situation:

7. Again, the roads and streets that have been closed are: *(Repeat list in 3 above)*

8. Please stay turned to this station for additional information on the current emergency situation.

Tab C to Appendix 6

C.   Warning - Shelter-in-Place

1.   The City of Roanoke has issued the following warning for those who live, work, or are visiting in Roanoke.

2.   There has been an accidental release of hazardous material that is affecting a portion of the local area. People in the following area must take protective measures:

[*Describe area boundaries*]

3.   If you are located in this area, do the following immediately in order to protect yourself:

   A. Go inside your home, workplace, or the nearest building that appears to be reasonably air tight and stay there. Take your pets with you.
   B. Close all doors, windows, and any fireplace dampers.
   C. Turn off any heating or cooling system that draws in air from the outside.
   D. Keep your radio on and tuned to receive emergency announcements and instructions.
   E. Gather items that you may need to take with you if you are advised to evacuate.

4.   People traveling in vehicles should seek shelter in the nearest air tight structure. If a suitable structure is not immediately available, travelers should roll up car windows, close air vents, and turn off the heater or air conditioner until they reach a suitable building.

5.   If shelter is not immediately available, keep a handkerchief, towel, or damp cloth snugly over your nose and mouth until you get indoors.

6. *(If school is in session.)*

   ☐ Students at the following school(s) are taking shelter at their schools:

   Parents should not attempt to pick up students at school until the hazardous situation is resolved and they are advised it is safe to do so.

   ☐ Students at the following school(s) [have been/are being] evacuated to other facilities:

   Parents should not attempt to pick up students from schools that have been evacuated. Local officials will provide information on where to pick up school children as soon as it is available.

7. If you know of any neighbors or co-workers with hearing or language problems or special needs, please advise them of this message.

8. Please do not call 911 or local emergency officials for information. Stay turned to this station for additional information.

D.   **Special News Advisory – Pre-Evacuation**

1.   The City of Roanoke has issued the following advisory for those who live, work, or are visiting in Roanoke.

2.   Due to the threat of [_____], it may be necessary for people who live, work or are visiting in the certain local areas to evacuate in the near future. This area(s) that may be at risk include:

[Describe area boundaries]

3.   Evacuation is NOT being recommended at this time. Local officials will advise you if evacuation is necessary. However, you should be prepared to evacuate if needed.   To prepare, you should:

A. Assemble the following emergency supplies:

- Clothing for your family for several days.
- Bedding, pillows, and towels.
- Prescription medicines & spare eyeglasses.
- Soap and toiletries.
- Baby food and diapers.
- Your address book or list of important telephone numbers.
- Your checkbook, credit cards, and cash.
- Your driver's license and identification cards.
- A portable radio and flashlight.

B. You should also:

- Gather suitcases, boxes, or bags to hold your emergency supplies.
- Gather and prepare to take insurance policies and other valuable papers.
- Be prepared to secure your home or office and your property before you depart.
- Be prepared to cut off all utilities prior to leaving.
- Ensure your car is in good shape and you have adequate fuel.
- Decide where you will go if you have to evacuate. Make arrangements with relatives or friends or consider making hotel or motel reservations.

4.   ☐ Potential evacuation routes from the area(s) at risk include:

5.   ☐   Potential evacuation routes from the area(s) at risk are described in:

6. If you know of any neighbors or co-workers with hearing or language problems or special needs, please advise them of this message. And if you have neighbors or co-worker's who do not have transportation, offer to assist them if you can.

7. We want to emphasize that this is a PRECAUTIONARY message about possible evacuation. Evacuation is NOT being recommended at this time.

8. Keep your radio or TV on and listen for further information about this situation. Please do not call **911** or local emergency officials for information as this fills telephone lines needed for emergency operations.

E.   Warning Message – Urgent Evacuation

1.   The City of Roanoke has issued the following warning for those who live, work, or are visiting in Roanoke.

2.   Due to [_____] that [threatens/is affecting a portion of the local area, Roanoke's Emergency Management recommend that people in the following area evacuate immediately to protect their health and safety:

[Describe area boundaries]

3.   Recommended evacuation routes from the area(s) at risk include:

4.   Be sure to take essential items such as:

  - Prescription medicines.
  - Eyeglasses.
  - Baby supplies
  - Personal care items.
  - Identification cards. (Social Security card, Insurance cards, bank cards)
  - Checkbook.
  - Credit cards/cash.
  - Valuable papers: Insurance documents; inventory list; medical meds information, medical conditions and medical history documentation; contact names, addresses and phone list.

  Do not delay your departure to collect other belongings.

5.   Take your pets with you, and make sure you bring a leash, crate, or cage for them. Pets need to have an ID collar, shots documentation, food and water supply. Some shelters will not accept pets.

6.   If you have no means of transportation or if you are physically unable to evacuate on your own, ask a neighbor to assist you.

7.   If you know of any neighbors or co-workers with hearing or language problems or special needs, please advise them of this message. And if you have neighbors or co-workers who need help or do not have transportation, offer to assist them if you can.

8.   *Repeating, local officials recommend people in the following area(s) evacuate now:*
     (Repeat the area description in paragraph 2 above.)

9.   Please do not use your telephone except to report a true emergency. Stay tuned to this station for more information and instructions from local officials.

F. **Warning Message – Deliberate Evacuation**

1. The City of Roanoke has issued the following warning for those who live, work, or are visiting in Roanoke:

2. Due to [_____], the Roanoke's Emergency Management recommends that people in the following area evacuate the area to protect their health and safety:

[Describe area boundaries]

3. Recommended evacuation routes from the area(s) at risk include:

4. Be sure to take essential items such as:

   - Prescription medicines.
   - Eyeglasses.
   - Identification cards. (Social Security card, Insurance cards, bank cards)
   - Checkbook.
   - Credit cards/cash.
   - Valuable papers: Insurance documents; inventory list; medical meds information, medical conditions and medical history documentation; contact names, addresses and phone list.

   Listen to this station for more information on what you need to take with you. Secure your home before you depart.

5. Take your pets with you, and make sure you bring a leash, crate, or cage for them. Pets need to have an ID collar, shots documentation, food and water supply. Some shelters will not accept pets.

6. Decide where you will stay until the emergency situation is resolved. Staying with relatives or friends or in a hotel or motel is a good choice.

7. If you can't stay with friends or relatives or find a motel room, listen to this station for more information on the locations of public shelters.

8. If you have no means of transportation or if you are physically unable to evacuate on your own, ask a neighbor to assist you.

9. If you know of any neighbors or co-workers with hearing or language problems or special needs, please advise them of this message. And if you have neighbors or co-workers who need help or do not have transportation, offer to assist them if you can.

10. Repeating, local officials recommend the people in the following area(s) evacuate as soon as possible: *(Repeat the area description in paragraph 2 above.)*

11. Please do not use your telephone except to report a true emergency. Stay tuned to this station for more information and instructions from local officials.

G.   Special News Advisory – Supplemental Evacuation Information

1. The City of Roanoke has issued the following advisory for those who live, work, or are visiting in Roanoke:

2. Due to the threat of [_____], local officials have recommended that people who live, work or are visiting in the following areas evacuate to protect their health and safety:

[Describe area boundaries]

3.   Use the following evacuation routes:

[List evacuation routes.]

4.   You should take the following emergency supplies with you :

- Clothing for your family for several days.

- Bedding, pillows, and towels for each family member.

- Prescription medicines & spare eyeglasses.

- Soap and toiletries.

- Baby food and diapers.

- Address book or list of important telephone numbers.

- Checkbook, credit cards, and cash.

- Driver license and identification cards.

- Portable radio and flashlight, with extra batteries.

5.   Plan where you will stay until the emergency situation is resolved. Staying with relatives or friends or in a hotel or motel is a good choice.

6.   If you cannot find another place to stay, temporary public shelters will be/have been opened at: _____.

7. Take your pets with you, but make sure you bring a leash, crate, or cage for them as well as pet food.

8.   Secure your property before you depart. Shut off all appliances, except refrigerators and freezers. Lock all doors and windows.

9. Expect travel delays on evacuation routes. If you have a substantial distance to drive, you may want to take drinks and ready-to-eat food in your car in case you are delayed.

10. If you have no means of transportation or if you are physically unable to evacuate on your own, ask a neighbor to help you.

11. If you have neighbors or co-workers, who need help or do not have transportation, offer to assist them if you can.

12. If you know of any neighbors or co-workers with hearing or language problems or special needs, please advise them of this message.

13. Please do not use your telephone except to report a true emergency. Stay tuned to this station for more information and instructions from local officials. If you missed some of the information in this advisory, it will be broadcast again soon.

H. Special News Advisory – School & Public Facilities

1. The City of Roanoke has issued the following advisory for those who live, work, or are visiting in Roanoke:

2. The current emergency situation involving [_____] has affected the operation of the number of local facilities. This advisory is intended to provide you an update on the status of schools, hospitals, nursing homes, and other key facilities.

3. ☐ All local public schools have been closed.

4. ☐ The following schools have been closed and students [are being/have been] returned to their homes:

5. ☐ The following schools have been evacuated and their students relocated to other facilities:

School   Students relocated to:

☐ Parents should pick up their children at these host facilities.

6. ☐ The following hospitals and nursing homes have been evacuated and their patients relocated to other facilities:

Facility   Patients relocated to:

7. ☐ The following government offices, parks, recreation areas, and other public facilities have been closed:

8. ☐ Please stay tuned to this station for more information and instructions from local officials.

9. ☐ And please refrain from using the telephone unless you have a true emergency.